PLAYING A ROLE IN BUILDING A MORE SECURE WORLD OR THE SECURITY CHALLENGE FACING QUÉBEC

Ministère des Relations internationales
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In the course of drafting Québec's International Policy, *Working in Concert*, the Ministère des Relations internationales conducted various studies in order to better understand the scope of the emerging security issues for Québec. This document outlines the main conclusions drawn from these studies.

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Table of Contents

Introduction 1

SECTION 1 Ensuring the Collective Security of Québec Society 3

1.1 Transnational Organized Crime: Its Various Manifestations and Their Impact on Québec 3

1.2 The Terrorist Threat and Its Impact 6

1.3 Threats to Public Health and Their Impact on Québec 9

SECTION 2 Contributing to the Economic Security by Making Exports from Québec to US Markets More Secure 13

2.1 The Transportation Sector 13

2.2 The Agri-Food Sector 14

2.3 The Energy Sector 14

SECTION 3 Ensuring the Protection of the Living Environment of Quebecers 17

3.1 Climate Change 17

3.2 The Shortage of Resources 18

3.3 Natural Disasters 19

Tables 1 and 2 21

References 23

Introduction

Throughout the twentieth century, security was defined as the absence of conflicts between States. Expressed differently, armed conflicts constituted the greatest threat to international security. The experience of the two World Wars caused the international community to concentrate its efforts on preventing conflicts between States. The international system, which gave rise to the United Nations in 1945, was built on the principle that security meant the security of a State and its territory. However, the fall of the Soviet Bloc in the early 1990s, the impact of the rapid expansion of globalization, and the rise of religious fundamentalism profoundly altered security issues, bringing into question the approach taken up to that point regarding international security. Therefore, early in the 21st century, we are witnessing a broadening of the notion of "security" and its scope as well as a complete reassessment of the nature of threats.

Although the risks of conflicts between States are still present, new threats now jeopardize international security. The nature of these threats differs in that societies and individuals have, like States, become the targets of threats. In fact, a growing number of specialists and political authorities agree that, increasingly, "non-military" factors are behind current threats and that it has become necessary to examine how these factors interact with respect to global security. These authorities go on to say that these factors of "insecurity" stem as much from imbalances created by poverty, the spread of infectious diseases, terrorism, organized transnational crime, and environmental degradation as from wars between States.

Such is the conclusion reached in the *UN High-Level Panel Report on Threats, Challenges and Change* entitled *A More Secure World: Our Shared Responsibility* that was submitted to the Secretary General of the United Nations in December 2004. The UN panel concludes that organized crime, terrorism, the proliferation of weapons of mass destruction, wars within States, the spread of infectious diseases such as HIV/AIDS, poverty, and environmental degradation constitute the new threats looming over international security.

The US Administration had made the same observation in its 2002 policy statement on national security entitled *The National Security Strategy of the United States of America*. The White House stated at the time that the fall of the Soviet Union and the end of the Cold War had radically transformed the international security playing field and that the world was now less at risk from military attacks between States than from poverty, weak public institutions, corruption, terrorist groups, and organized crime networks.

The Canadian federal government has taken a similar view of the nature of the issues that impact on the security of the world and of Canada. In its national security policy published in April 2004 and in an international policy statement entitled *A Role of Pride and Influence in the World*, the federal government recognized that non-military threats such as terrorism, organized crime, pandemics, natural disasters, and the proliferation of weapons of mass destruction constitute the new dangers jeopardizing international security and the security of Canada.

In this new international order that is taking shape, the emerging threats all share the characteristic that they know no borders; they make their presence felt in the most obscure and insidious ways and their effects are difficult to quantify. One of the major consequences of the on-going changes is the merging of the international order with the local order and vice-versa. Indeed, contrary to the classic threat of war, which is ultimately the concern of the international system and of sovereign States, dealing with the new threats and their consequences is first and foremost a domestic issue. Consequently, the distinctions that have existed until now between foreign affairs and national affairs, and between internal and external security, are melding and even disappearing. Now more than ever, this new reality calls for innovative approaches and solutions, and requires collaboration on the part of all parties concerned at the international, regional, and local levels.

The risks that citizens and societies might fall prey to non-military threats are very real.

The September 11, 2001 terrorist attacks on New York and Washington are telling illustrations of the new dynamics we are experiencing. When these attacks occurred, the victims were citizens. American cities and states felt the initial effects and their local protection services, i.e. fire and police forces, were the first to respond and come to the aid of the population. The same was true during the attacks in Madrid and London. When the SARS epidemic hit Toronto in the summer of 2003, victims were treated by the Ontario healthcare system, and it was the citizens and the government of that province who suffered the economic consequences of the infection, which originated in Asia. This new reality requires the collaboration of all those exercising responsibilities with regards to the security of States and, as a result, increases the number of parties likely to play a role in establishing a new global security order.

In a federal system such as Canada's, dealing with these threats directly involves several areas of provincial jurisdiction. Indeed, the exclusive authority exercised by the provinces over the administration of justice and healthcare services, the shared responsibilities they assume with respect to the environment and agriculture, and the role they play in matters of public safety in general are evidence of their crucial role in building a safer world. National security is not the exclusive purview of any one level of government but is comprised of aggregates of both provincial and federal powers. Accordingly, the responsibilities that Québec assumes over its territory with regard to maintaining public health and safety, safeguarding democratic institutions, preventing crime and terrorism, and protecting the living environment of Quebecers, make it a key player in the hierarchy of interventions necessary to maintain national security and build a safer world. It is primarily by protecting its citizens within its territorial boundaries against non-military threats and exercising its responsibilities that Québec will do its part in meeting commonly shared continent-wide and international security objectives.

SECTION 1

Ensuring the Collective Security of Québec Society

Like the rest of the world, Québec society faces the reality of new threats originating both within and beyond its borders. The Government of Québec cannot remain indifferent to these new international security issues, given their consequences on the Québec society as well as the responsibilities Québec assumes in matters of public security in general and the administration of justice in particular. The Government of Québec must be involved in discussions taking place at the international level and, in conjunction with the federal government, must participate in finding solutions.

Three major types of threats pose risks to the collective security of Québec society: transnational organized crime and its various manifestations, terrorism, and threats associated with public health.

1.1 Transnational Organized Crime: Its Various Manifestations and Their Impact on Québec

According to the United Nations, transnational organized crime represents one of the major challenges confronting the international community in the twenty-first century. The globalization of markets, the free movement of people, and the development of technologies are having a growing influence on the globalization of criminal activities. Organized crime has taken advantage of the opening of markets and borders to engage in its principal activities – which take the form of drug trafficking, money laundering, arms smuggling, and human trafficking – on a wider scale. Organized crime has adapted its operations to modern business methods and given greater flexibility to its structures, which have become more mobile and less hierarchized.

The activities of transnational criminal groups can have a devastating impact on the functioning of societies and States. Left unchecked, organized criminal groups can undermine political regimes, corrupt public institutions, and distort market regulation mechanisms, thereby imposing enormous social and economic costs on societies that must contend with these groups.

It is precisely because this phenomenon is so rampant that the G8 gave evidence of its intention to fight organized transnational crime by putting the issue on its agenda for the first time in 1998. Two years later, the United Nations invited States to sign a *United Nations Convention Against Transnational Organized Crime*. Canada ratified this convention in 2002 and its Criminal Code was subsequently amended accordingly.

As is the case in many regions of the world, the Americas are a hotbed of transnational organized crime activities. In North America, Canada and the United States participate jointly in the fight against transnational crime and, to that end, have established a Forum on Transnational Crime. Headed by the US Secretary of Justice and the Canadian Minister of Public Safety and Emergency Preparedness, the Forum gives members the opportunity to share information and agree on priorities so as to combat organized crime more effectively. Integrated border police teams have been formed to halt smuggling; the Sûreté du Québec participates in this concerted effort within Québec's borders.

According to Criminal Intelligence Service Canada (CISC), there are a number of criminal groups spread throughout the provinces. The dominant groups on the Canadian criminal scene are Asian, East European, and Aboriginal in origin, and also include criminal biker gangs and the Mafia. The federal and provincial governments have agreed to work together closely to fight organized crime. This collaboration was formalized in 1998 in a *Joint Statement on Organized Crime*. The declaration was followed by the establishment of the National Coordinating Committee on Organized Crime (NCC) and the creation of regional coordinating committees.

In Québec, the Comité de coordination des efforts de lutte contre le crime organisé (CELCO) coordinates the government's prevention initiatives. Additionally, the Québec government has signed agreements with Vermont, Maine, and New Hampshire to promote the exchange of information for law enforcement purposes.

In Canada, defining criminal activity falls under federal jurisdiction; yet enforcing the Criminal Code comes under provincial authority. Moreover, several sections of the Criminal Code are based on the *United Nations Convention Against Organized Crime*. The convention cannot be implemented in Canada without the participation of the provinces since they are responsible for the administration of justice. Indeed, implementing many of the convention's statutes involves actions that fall under the jurisdiction of the provinces or entail collaborative action between federal and provincial authorities. This is especially so in cases that involve combating money laundering and corruption, but is also true of incidents involving confiscation and seizure of products stemming from criminal activity, international cooperation for the purpose of confiscation, joint inquiries, etc. It is usually the Attorney General of Québec who undertakes judicial proceedings pertaining to the activities of criminal groups within Québec's borders, whether these groups are based in Québec or abroad. The Attorney General also has the authority to order the confiscation of goods located outside Québec if the criminal offence in question was committed within Québec.

Canada has signed some fifteen bilateral legal assistance treaties fostering cooperation in criminal matters and has entered into a number of extradition treaties. To facilitate international cooperation in criminal matters, the Québec government, through its Ministère de la Justice, has established an international mutual assistance service to deal with foreign requests involving Québec. The Attorney General of Québec also has certain responsibilities concerning the enforcement of Canadian extradition laws with respect to requests pertaining to the territory of Québec.

Drug Trafficking

Generally speaking, organized crime networks control drug trafficking throughout the world. According to the *United Nations High-Level Panel on Threats, Challenges and Change*, profits from drug trafficking total between 300 and 500 billion US dollars annually. Other sources estimate the figure to be three times higher. Moreover, according to the *2005 World Drug Report* prepared by the United Nations Office on Drugs and Crime, 5% of the global population, i.e. 200 million people, used illicit drugs in 2004 (see table 1, p. 21). Of that number, nearly 30 million suffered from serious drug abuse.

Cannabis is the most heavily consumed drug worldwide, and its market is the fastest growing. The *2005 World Drug Report* states that, from a global perspective, cannabis production is clearly on the rise and its use is higher than all other drugs consumed in the world. The geographical area where the highest number of cannabis users between the ages of 15 and 64 is found, after Oceania, is North America (see table 2, p. 21). The United States reports that 2/3 of its domestic consumption derives from local production whereas 20% of imported cannabis comes from Canada and 56% from Mexico. The United States is becoming increasingly concerned over the impact this market is having on young Americans whose dependence has risen to the point of surpassing dependence on all other drugs combined, including alcohol.

According to the most recent data published by Health Canada, cannabis is the most widely consumed illegal substance in Québec: 15.8% of people aged over 15 years are consumers, which proportion has doubled since the 1990s. In 1999, the Royal Canadian Mounted Police estimated that the drug trade generates criminal products valued at four billion dollars at the wholesale level and 18 billion dollars in retail sales.

The United Nations has adopted three conventions on narcotic drugs which Canada has ratified: the *Single Convention on Narcotic Drugs, 1961* and the related *1972 Protocol*; the *1971 Convention-on-Psychotropic Substances*; and the *1988 Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances*. On the bilateral level, Canada and the United States collaborate closely in the fight against drug trafficking, which they have made a priority issue. The Canada-US committee published its first joint *Drug Threat Assessment Report* in October 2004.

Money Laundering

Money laundering is a key activity for transnational criminal organizations. It is their primary means of ensuring their sustainability. Tax havens and the banking system are pivotal elements in the money laundering process.

The activity has become so rampant that the UN, IMF, and OECD have all expressed concern. In its 2004 report to the UN Secretary General, the *United Nations High-Level Panel on Threats, Challenges and Change* revealed that money laundering may have risen to 1,5 trillion dollars in 2000. Of that amount, 50% to 70% resulted from drug trafficking. The IMF estimates that money laundering represents between 2% and 5% of global GDP.

In their joint *Canada-United States Border Drug Threat Assessment Report*, the governments of the United States and Canada stated that it is difficult to measure the extent of the money smuggling and laundering that occurs between the two countries, but according to the Royal Canadian Mounted Police, between 20 and 50 billion dollars are laundered in Canada each year.

Québec is not immune to money laundering. This illegal activity is a source of great concern for the Québec government which, in 2004, adopted a plan of action to combat tax evasion and fight against economic crime and money laundering.

At the international level, the G8 member countries have created the Financial Action Task Force on money laundering (FATF), an inter-governmental cooperative body which assists States in strengthening their financial systems and combating money laundering. Since 2001, the FATF's mandate has been broadened to also include issues related to the financing of terrorism. Following the example of other G8 members, Canada has adopted a law requiring Canadian financial institutions, under penalty of law, to report any dubious transactions and all transborder movements of funds over $10,000. The Financial Transactions and Reports Analysis Centre of Canada (FINTRAC) is responsible for the analysis of these transactions so as to facilitate the detection and prevention of money laundering in Canada.

In Québec, the responsibility for combating money laundering is borne by the Ministère de la Justice and the Ministère de la Sécurité publique in collaboration with the Ministère des Finances and the Ministère du Revenu. By virtue of the Criminal Code, it is usually the Attorney General of Québec who initiates proceedings in matters involving money laundering. Some of the Code's provisions are based on international conventions such as the *United Nations Convention against Transnational Organized Crime*.

Human Trafficking

Human trafficking is a modern form of slavery. People who are victims of it, mainly women and children, are recruited by means of threats, and even force, and are subjected to various types of exploitation, often of a sexual nature. According to the United Nations Office on Drugs and Crime, human trafficking results in annual proceeds of between eight and ten billion US dollars, and between 500,000 and one million individuals are victims of human trafficking each year. It ranks third among the most lucrative activities of criminal groups, behind drugs and arms trafficking, and is growing rapidly.

In 2005, the US Department of State estimated that between 18,000 and 20,000 individuals enter the United States annually via human trafficking networks. New York City and Los Angeles are the major hubs of this activity. In Canada, the RCMP estimated that anywhere between 1,500 and over 2,000 victims of trafficking passed between Canada and the United States in 2004. Although the main points of entry are Toronto and Vancouver, the phenomenon is gaining ground in Montréal.

The United Nations conveyed its concern over human trafficking issues by adopting the *Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime*. The Protocol was ratified by 50 States, including Canada.

In Canada, there is no Criminal Code infraction that specifically applies to human trafficking. In order to combat this criminal practice, the Attorney General of Québec must use other statutes, such as provisions relating to the "removal of a child from Canada," the "abduction of persons," the "falsification and use of false documents," etc.

Transnational organized crime and its manifestations are issues of the utmost importance for the collective security of Quebecers. Through its drug distribution networks, organized crime frequently makes use of young adults or street gangs to handle trafficking. They sell drugs to minors in elementary and high schools. Some of these adolescents become addicted, fail at school, and, even more tragically, find themselves in situations of psychological and physical distress that can lead to suicide.

From an economic perspective, the presence of organized crime weakens sectors of Québec's economy by fostering questionable commercial and financial dealings, corruption, and money laundering. It also creates the illusion of easy profits. In addition, there are supplementary costs that must be borne by public services such as health and education services, not to mention the disturbances caused to social peace. According to the RCMP, social costs to Canada are in the vicinity of five billion dollars annually. A recent study conducted by the Canadian Centre on Substance Abuse estimates that social costs associated with illicit drug use totalled 8.2 billion dollars in 2005.

To combat the presence and growth of transnational organized crime, the United Nations High-Level Panel has recommended that the UN itself, as well as States and governments, encourage coordinated efforts at all echelons of power and develop the necessary technical collaboration among themselves at all levels – local, regional, and international – including law enforcement branches.

This recommendation concerns the Government of Québec directly, which has already begun to establish collaborative technical ties with bordering US states. It intends, moreover, to pursue its efforts still further by stepping up its collaboration as well as increasing and consolidating its initiatives. To achieve this goal, the Québec government must have access to reliable sources of data and information at both the national and international levels. It must participate in international information networks, reinforce its efforts to coordinate prevention and intervention in combating organized crime, and cooperate with its partners, particularly US states, in finding solutions.

1.2 The Terrorist Threat and Its Impact

Terrorism is among the most pressing threats to international security. Not only did the September 11, 2001 terrorist attacks in the United States give rise to an awareness of the reality and proximity of terrorism, they have also become a genuine symbol of the extent and force of this threat. Despite the interpretational limits inherent to such reports, the *2005 Report on Incidents of Terrorism* issued by the National Counterterrorism Center of the United States gives an idea of the number of victims and regions around the world that have been the targets of terrorist attacks. According to the report, there were 630 terrorist attacks in 2005, causing 7,450 deaths worldwide, excluding victims of the war in Iraq.

As are the perpetrators of organized crime, terrorist groups are taking advantage of the opening of borders and have adapted their methods of operation to modern means of communication. However, unlike organized crime, their acts are primarily motivated by political, religious or ideological causes. The international community is extremely concerned by the possible growth of terrorism and the links that terrorist groups are able to form with organized crime groups.

In the United States

On the North American continent, the attacks of September 11, 2001 on New York, Washington and Pennsylvania deeply shook the United States and caused the Administration to redefine its foreign policy in terms of national security. In 2002, the United States made preventive strikes a part of its national security strategy and adopted a series of legislative and administrative measures aimed at preventing terrorist threats within its borders. The principle of "preventive strikes" was reaffirmed in the update to its *National Security Strategy* that was published in March 2006. The White House undertook its most comprehensive administrative reorganization since World War II by creating the Department of Homeland Security, which is comprised of over 170,000 civil servants from 22 separate agencies.

The United States has tightened security along its borders considerably with respect to both people and goods traveling by air, sea, and

land. Several programs have been established in an effort to reduce US security risks. Some are mandatory, while others function on a voluntary basis. Among the most well known are the *Container Security Initiative* (CSI), designed to have cargo containers that might pose a risk to security inspected at their port of departure; the *Custom-Trade Partnership Against Terrorism* (C-TPAT), a voluntary program for businesses wishing to secure their goods and facilitate their access to the US market; the *US-Visit Program*, adopted in accordance with the *Patriot Act* and which sets the rules governing the entry of foreigners into the US. This program stipulates that the vast majority of visitors wishing to enter the United States must have a visa containing biometric data – usually fingerprints and a digital photo. From an international perspective, it is worth mentioning that the *International Civil Aviation Organization* (ICAO) endorses the issuing of biometric passports and visas as well as adopting a single standard technology in order to make check systems interoperable.

Until very recently, Canadians were not bound by these new rules but, in its July 2004 report, the US 9/11 Commission made the recommendation to lift the exemption and submit the nationals of Canada and Mexico to the new inspection norms when entering the United States. The recently adopted *Intelligence Reform and Terrorism Prevention Act* will make it mandatory on June 2009, at the latest, for all Canadian, Mexican, and US citizens wishing to enter or return to the United States to have a passport or card containing biometric data.

In Canada

Decisions made by our neighbour to the south have had considerable repercussions on its bilateral relationship with Canada and have resulted in sweeping reforms on the Canadian home front. One of the most extensive reforms was the decision to establish a "smart border" between Canada and the United States in December 2001. The purpose of this initiative is to increase collaboration in order to better protect both countries against terrorist attacks while at the same time allowing the most extensive bilateral trade relations in the world to continue. The "smart border" encompasses a thirty-two point plan of action with measures supporting the safe transit of people and goods.

Neither Canada nor Québec is immune to possible terrorist attacks, whether such threats come from outside or from within its borders. Public Safety and Emergency Preparedness Canada has published a list of 40 terrorist entities that are illegal in Canada. Some specialists however estimate that Canada serves as a haven to some 50 groups. The 2004-2005 report of the Financial Transactions and Reports Analysis Centre of Canada states that the Centre reported 142 cases of money laundering to law enforcement agencies. These cases involved transactions totalling two billion dollars, of which 180 million came from terrorist financing activities.

Being keenly aware of its vulnerability, Canada has adopted a series of legislative measures such as the *Anti-Terrorist Act* and the *Immigration and Refugee Protection Act*. These measures are primarily aimed at barring access to individuals requesting political asylum who pose a security risk to Canada. In December 2003, the federal government created the Ministry of Public Safety and Emergency Preparedness. In 2004, it published its first national security policy.

At the international level, the federal government ratified ten out of twelve international conventions pertaining to terrorism, including the *International Convention for the Suppression of the Financing of Terrorism*.

In Québec

Québec plays a role in preventing terrorism. Furthermore, this role has been explicitly recognized by the federal government in its National Counter-Terrorism Plan. The plan states that the province where a terrorist act occurs is directly responsible for the overall management of repercussions stemming from such an act; that it is likewise responsible for establishing law and order to protect the safety of the public within the confines of its territory; and that it is responsible as well for enforcing the provisions of the Criminal Code of Canada. Unless otherwise informed by the Attorney General of Canada, legal action relative to security infractions remain under the jurisdiction of the Attorney General of the province. The Attorney General of Québec can, for example, approve legal action in relation to a terrorist infraction or

for any extraordinary measure pertaining to the prevention of a terrorist act. This aspect of the Attorney General's work presupposes a sound knowledge of international law as well as of the international context in which such acts are committed. It likewise presupposes that s/he be kept informed of decisions made by various national and international bodies. The Attorney General cannot function in a vacuum and his/her work can only be carried out in conjunction with all national and international stakeholders involved.

Enforcing international conventions and abiding by Security Council Resolutions concerning terrorism require close collaboration between both orders of government since some aspects pertain to federal powers and others fall under provincial jurisdiction. Certain provisions of *Security Council Resolution 1373* clearly demonstrate to what extent the exercise of provincial jurisdiction is necessary in matters involving, for example, the obligation of States to monitor the issuance of identification documents by taking steps to prevent falsification or fraudulent use. Indeed, while issuing passports is the purview of federal authorities, issuing civil status documents and drivers' licenses falls under provincial jurisdiction. The same is true for Security Council requirements with regard the duty relating to terrorism prevention. Provinces play a key role in this area due to the authority they exercise over the administration of justice and public safety.

In the aftermath of the events of September 11, 2001, the Québec government was compelled to adopt a series of legislative and administrative measures to enhance the collective safety of Quebecers. Modifications were made to the Civil Code to render the process of issuing civil status documents more secure. Amendments were also made to Québec's Immigration Law to provide the government sufficient latitude to deal with cases of infraction.

In collaboration with the Royal Canadian Mounted Police, the Sureté du Québec and the Service de Police de la Ville de Montréal are part of the integrated national security enforcement

In the new international context of terrorist threats, it is imperative for states and governments to possess the tools necessary for preventing and combating this danger. One way to achieve this is through collaboration on the part of all bodies having security-related responsibilities so that they may adequately ensure the safety of their population. Such is the recommendation of the *UN High-Level Panel on Threats, Challenges and Change*. It is also what the UN Security Council is calling for in its resolutions on terrorism, particularly *Resolution 1373*.

In a federal system such as Canada's, the federal government plays an essential role in protecting territories and borders, but the role played by provinces is equally critical. Indeed, they are responsible for ensuring the security of the population living within their territory and for safeguarding democratic institutions. It is therefore essential that public authorities assuming these responsibilities, particularly provincial justice and public safety authorities, have access to national and international data and information sources in order to exercise their responsibilities correctly and effectively.

The nature and extent of the threats confronting the international community render the compartmentalization of information and all obstacles to its circulation obsolete. These problems are well documented in the US 9/11 Commission Report on the 2001 terrorist attacks. The report sheds light on the lack of collaboration among information agencies and law enforcement agencies in the US. The Commission concluded that if available information had been shared with various security agencies, the disasters in New York, Washington, and Pennsylvania could have most likely been avoided. Federal and provincial government bodies should take heed of this assessment.

In light of its responsibility with regard to the public safety of Québec society within its territory, and considering its jurisdiction over law enforcement and public safety in general, the Government of Québec must have access to reliable data sources and intelligence. It is likewise Québec's duty to fully comprehend the international context in which threats exist. It must be allowed to become fully acquainted with the many international instruments regulating terrorism issues and to collaborate effectively with its international partners, particularly US states, to arrive at solutions.

team. The Minister of Public Security of Québec has created a discussion table to study ways to manage chemical, biological, radiological, and nuclear threats. A public safety plan is in place to deal with, among other things, the consequences of various types of disasters, including those related to terrorist attacks.

On an international level, Québec has strengthened its ties with bordering US states by signing law enforcement information exchange agreements with Vermont, Maine, and New Hampshire. It has also signed a counter-terrorism collaboration agreement with the state of New York. The Government of Québec participates actively in the Northeast Regional Homeland Security Directors Consortium, which is also comprised of ten US states[1] and the provinces of Ontario and New Brunswick.

The Government of Québec has dispatched an agent from the Sûreté du Québec to Paris in order to enhance technical cooperation with French and European police agencies.

1.3 Threats to Public Health and Their Impact on Québec

Infectious diseases often surface and develop when human living conditions are precarious, in a context where health systems are incapable of providing adequate treatment. When these diseases assume global proportions, they are considered to be "pandemics." A pandemic is defined as a sudden and massive rise in cases of a disease – usually caused by a biological agent and affecting all continents – to which few if any individuals have developed immunity. Although several diseases are transmitted among humans, some are spread by animals. These diseases are called zoonoses.

The opening of borders, together with the volume of passengers traveling from one continent to another and the degradation of the environment have made the spread of infectious diseases an irrefutable reality. As an example, Health Canada estimates that a pandemic virus emerging in another part of the world would take three months, perhaps less, to appear in Canada. Moreover, in its 2004 report, the *UN High-Level Panel on Threats, Challenges and Change* stated that infectious diseases have become a threat to international security because of the speed at which they can be transmitted, the number of persons that can be infected, and the enormous stress they place on health and social services. The Panel is concerned by the deterioration of public healthcare systems worldwide and their ability to deal with new health issues. The US Department of State predicts that diseases will become a primary agent of conflict in the coming decades.

The World Health Organization (WHO) has noted basic trends over the past thirty years regarding the appearance of new infectious diseases, the recurrence of diseases thought to have been eradicated, and the heightened resistance to a growing number of essential antibiotics. Malaria, measles, pneumonia, dysentery, and tuberculosis are still among the world's most dangerous infectious diseases. It is estimated that approximately 1,500 people die of one of these diseases every hour each day. Tuberculosis is on the rise with 8.5 million new cases and over 2 million deaths per year. According to the WHO, if this trend continues, several million people could become infected by the year 2020 if those who contract the disease do not have access to medication and if the international community becomes less vigilant.

The most widespread and tragic pandemic is without doubt HIV/AIDS, which has claimed the lives of over 24 million people worldwide – 3 million in 2004 alone. Since the creation of the United Nations program on HIV/AIDS in 2000, there have been more than 39 million cases of infection. The pandemic is affecting northern as well as southern countries, but the greatest number of victims is found in developing countries, particularly Africa. The spread of these diseases and their consequences are already threatening the social and economic stability of several African countries.

In the United States, it is estimated that between 850,000 and 950,000 people suffer from HIV/AIDS and that several hundred thousand are not aware that they are infected. At the end of 2002, some 56,000 Canadians were infected with the virus – an increase of 12% compared to 1999. Of that number, approximately 30%

[1] American members of the consortium include Maine, Vermont, New Hampshire, Massachusetts, New Jersey, Rhode Island, Connecticut, Delaware, Pennsylvania, and New York.

are uninformed with respect to their condition. In the United States and even Canada, specialists are noticing that at-risk groups are becoming indifferent to the dangers associated with this disease, owing to scientific advances and access to more effective medication. For this reason, among others, the federal government of Canada launched an anti-AIDS initiative in January 2005 to address the increasing apathy prevalent in Canadian society.

Moreover, despite the fact that the SARS epidemic was quickly controlled throughout the world, thanks to the simultaneous mobilisation of the WHO and national healthcare systems, 774 people died of the disease and 8,098 became infected. The Toronto area was hard hit by this disease, with 44 deaths and 400 cases of infection. In addition to appreciable economic losses totalling several million dollars in the tourism sector, the epidemic revealed serious organizational gaps with regard to public health, not to mention the stress the disease placed on the healthcare system itself.

International attention has now turned to the avian flu virus. If it spread, it would cause considerable damage to the health of several million people and create major economic disturbances owing to the astronomical costs associated with treating the disease. Estimates of the impact of a global flu pandemic in terms of loss of life vary tremendously depending on the scenario adopted, but everyone agrees that millions of deaths would occur.

Public health authorities on all continents are keeping a close watch on the transmission of the flu virus. For example, the Center for Disease Control (CDC) in the United States has established projections in the event of a flu pandemic in the US. The CDC estimates that the death toll could be as high as 207,000 and that medical treatment during the pandemic could necessitate between 300,000 and 700,000 hospitalizations. The economic impact would be enormous: the cost of damages resulting from a flu pandemic is estimated at between 70 and 166 billion US dollars.

In Québec, the Ministère de la Santé et des Services sociaux also made projections about the impact of a flu pandemic in the *Québec Influenza Pandemic Plan* (March 2006). Basing its decisions on historical data and scenarios adopted by the rest of Canada and several western countries including the United States and Great Britain, the Québec government has established a flu pandemic plan to deal with a situation in which 35% of the population would become infected. According to these projections, 2.6 million people would become infected, 1.4 million would need to have access to healthcare professionals, 34,000 would require hospitalization, and the death toll could rise to 8,500.

The reality of pandemics and the spread of infectious diseases should not be taken lightly. There is a clearly demonstrated need for the international community to strengthen its monitoring mechanisms and it is the duty of States to show transparency and diligence in reporting diseases. It has also become obvious that the actions which must be taken greatly exceed the capability of any single agency or country. The *UN High-Level Panel on Threats, Challenges and Change* recommends that additional resources be allotted to the WHO's Global Outbreak Alert Network and has called upon rich countries and civilian organizations to launch an international initiative to help poor countries rebuild their local public healthcare systems.

Canada learned from the SARS experience and has therefore decided to acquire prevention tools to be better able to deal with new risks. The creation of the Public Health Agency of Canada, and more recently the opening of the Public Health Laboratory Network in Winnipeg, allow for better detection and evaluation of infectious diseases.

Through its Ministère de la Santé et des Services sociaux, its Ministère de l'Agriculture, des Pêcheries et de l'Alimentation, as well as its Institut national de santé publique and Institut national de santé animale, Québec possesses several systems to monitor diseases that carry risks of infecting the population. The *Public Health Act* requires physicians and laboratories to report all cases of diseases that fall within the "mandatory-to-report" category as well as all cases of infectious diseases involving serious risks to public health. In some cases, such as tuberculosis, these diseases are deemed to require "mandatory treatment," and

individuals who are infected must be found and treated. Over the past years, the Québec government has also established a flu monitoring system. The Institut national de santé animale is engaged in closely monitoring animal health on a continuous basis, particularly to prevent and control zoonose cases.

The threat of pandemics is global and the associated risks are real. No one is safe from these threats. The best way to deal with them is to have sound and effective public health systems focused on prevention and preparedness. Québec possesses infectious disease monitoring systems. The recent unveiling of the *Québec Influenza Pandemic Plan* by the Ministère de la Santé et des Services sociaux demonstrates the importance Québec gives to having all systems in place in anticipation of such an event. Nonetheless, developing information and scientific collaboration networks is crucial to Québec's ability to better prevent and respond to risks associated with the spread of infectious diseases. That is why the Québec government, through its Ministère de la Santé et des Services sociaux, will enhance scientific collaboration with the US Center for Disease Control and bordering US states. The aim is to exchange data and share information as to the best procedures to follow. Québec will, moreover, establish information exchange, monitoring, and alert systems relating to infectious diseases.

SECTION 2

Contributing to the Economic Security by Making Exports from Québec to US Markets More Secure

Québec's economic development is directly linked to its capacity to export to foreign markets, especially the American market. While not dismissing the importance of other economic partners, access to the American market is central to Québec's economic viability. The US market in fact accounts for over 80% of Québec's international exports and, in 2005, represented a value of over 57 billion Canadian dollars. Some 570,000 jobs are directly or indirectly dependent on it.

The September 11, 2001 terrorist attacks in the United States have nonetheless profoundly modified the nature of its bilateral relations with Canada. As a result, these relations now potentially carry high-level security risks for both countries. This change in perspective has altered the rules governing the development of economic relations and has given way to relations in which security now plays a major role. In order to allow trade to continue while at the same time addressing security objectives, on December 12, 2001, Canada and the United States decided to establish a "smart border." Both countries consequently adopted a certain number of measures aimed at ensuring not only a more secure border, but a continent that would be better protected against potential threats as well.

The "smart border" is outlined in a 32-point action plan based on four crucial areas of concern: the secure flow of people, the secure flow of goods, securing infrastructures, and coordinating efforts to combat terrorism, particularly by stepping up information sharing. This new reality means increased monitoring of people and goods at the border, closer cooperation, and better coordination between authorities responsible for enforcing these laws in both countries.

As a follow-up to their commitments, Canada and the United States have undertaken various common initiatives and established several joint programs. Several of these programs directly affect citizens and businesses. The NEXUS program seeks to ensure the rapid transit of Canadian and American citizens who travel regularly between the two countries, provided they meet the security requirements of both countries. The FAST/EXPRESS and C-TPAT/PEP programs facilitate the passage of goods across the border if they have been cleared through customs prior to shipment. In order to do this, businesses must furnish security guarantees for each stage of the shipping chain, i.e. with regard to the contents of the exported product, the suppliers, trucking company, and driver transporting the goods into the other country.

In Canada, decisions relating to border issues fall under the exclusive jurisdiction of the federal government. However, decisions made by the federal government have a direct impact on the responsibilities of the provinces that must conform to the new reality and adjust their legislation, policies, and programs accordingly. Although the provinces are not invited to bilateral negotiating tables, their participation is essential to the successful implementation of the "smart border".

2.1 The Transportation Sector

The Government of Québec has taken several initiatives in the border transportation sector in order to ensure the safe and smooth flow of people and goods headed to the United States. This is evidenced by the fact that government authorities are working closely with the US Department of Homeland Security, the Canada Border Services Agency, authorities in bordering US states, as well as the Québec Chamber of Commerce and the American Chamber of Commerce. "Dedicated" lanes will be constructed at the busiest border crossings to facilitate passage for businesses and trucking companies that register with the joint precustoms clearing programs FAST/EXPRESS and C-TPAT/PEP.

In addition, through its Ministère des Transports, the Government of Québec belongs to several multilateral alliances such as the Eastern Border Transportation Coalition (EBTC) which encompasses US states and Canadian

provinces along the American border of eastern Canada. The coalition is comprised of the states of Michigan, New York, Vermont, and Maine, and the provinces of Ontario, New Brunswick, Nova Scotia, Prince Edward Island, and Newfoundland. It provides a forum for collaboration where common positions can be taken in order, among other things, to work with border officials to resolve problems that arise on the eastern portion of the Canada-US border.

Moreover, since the vast majority of goods enter the US via waterways, the United States has set up a security program for merchandise arriving in containers. The Container Security Initiative program (CSI) aims at reaching agreements with the world's major ports on pre-customs clearance at the port of departure for goods bound to the US market. Only containers labelled "high risk" are individually checked by American customs officials. The port of Montréal, along with the port of Halifax, was among the first to sign such an agreement. Additionally, in view of the high volume of trade and maritime traffic in the ports of Halifax and Montréal, and the security risks associated with them, the states of Vermont and New Hampshire, in conjunction with the provinces of Nova Scotia and Québec, as well as partners from the private sector, have established the *Canada-United States Cargo Security Pilot Project*. The project entails installing technological equipment in certain containers to allow for the detection of radiation or break-in attempts in real time from their port of origin in Europe to their port of destination in the United States, when passing through Montréal or Halifax. The multilateral regional initiative has since received the financial backing of the US federal government and the states of New York and Maine.

2.2 The Agri-Food Sector

The safety and quality of food products are now a primary concern for consumers worldwide. As an example, a case of bovine spongiform encephalopathy (BSE), commonly known as "mad cow" disease, or of a chicken found to have avian flu, could feasibly result in serious public health problems, not to mention enormous financial losses for producers and countries where the infected animals are located. The few cases of bovine spongiform encephalopathy discovered in Alberta had considerable consequences on Canadian and Québec beef producers. Their access to the US market, as well as those of the European Union and Japan, was barred practically overnight. In addition, as of December 2003, the American Bioterrorism Act requires all companies in the agri-food sector exporting to the United States to register with the Food and Drug Administration (FDA) and to inform it two hours in advance of the arrival of perishable goods in the US.

The Government of Québec was the first government in North America to create an identification and traceability system for farmraised animals (sheep and cattle) that makes it possible to quickly trace and isolate animals infected with a disease so as to prevent them from infecting the herd and the entire food chain. This system, which is now being used for animals from the farm to the slaughterhouse, will be broadened over the next few years to continue all the way to the consumer's table and will include the entire bio-food chain. Through its Ministère de l'Agriculture, des Pêcheries et de l'Alimentation, the Government of Québec also has "sentinel surveillance networks" at its disposal. Their mandate is to detect and immediately report any abnormal situation that might compromise the health of livestock and take appropriate measures in consequence. These epidemiological animal health monitoring systems ensure the safety of producers, processors, and consumers, and should reassure the United States, Europe, and Asia as to the safety and quality of food products from Québec.

2.3 The Energy Sector

On the North American continent, Québec is at the forefront when it comes to the reliability of electric energy transport equipment. The Government of Québec, through the Hydro-Québec utility company, has in fact invested over three billion dollars to secure Québec's electric energy transportation network. Thanks to Hydro-Québec's "decelerating bridge" technology, Québec was not only able to avoid the rolling blackouts that occurred in the northeast US states and Ontario in August 2003, but it was also able to supply power to some of the states affected by the outage. The expertise developed by Québec in this regard

could serve as a model for electric power utilities in the United States. Over the 2006 period, Hydro-Québec will invest 133 billion dollars to make Québec's essential electric energy infrastructures more secure.

Despite efforts made by the Québec government subsequent to the ***Smart Border Declaration***, participation in the new security programs by Québec businesses remains a strategic challenge. Until now, few of Québec's small and middle sized businesses have registered for the smart border safe and rapid transit programs. The Government of Québec believes that not registering for these programs will have an impact over the medium term on the competitiveness of businesses in Québec that export to the US market.

The recent creation of the ***Security and Prosperity Partnership of North America*** (SPP) by the presidents of the United States and Mexico and the Prime Minister of Canada signals a new generation of measures for securing the continent. The Parties have already announced the key features of the Security Agenda. The strategies it outlines and the final format will be decided jointly. People and goods that do not present security risks for the continent will be able to move more freely and, conversely, companies whose products represent a risk will find it difficult to export to the US market if they are not registered with a pre-customs clearance program.

In the context of continental security concerns, making Québec's exports and its supply chains safer has become a strategic goal for the Québec government, which must strive to encourage its exporters and their suppliers to register with the various programs that have been established to facilitate the transit of people and goods. In addition, in light of the issues associated with the establishment of the SPP, especially those related to Québec's ability to take action within its territory and exercise its constitutional authority, the Government of Québec will take the necessary steps to make its positions known not only to the federal government but to all concerned bodies, forums and associations as well. The successful implementation of this partnership will in large part be the result of concrete measures taken by the Canadian provinces and the US and Mexican states.

SECTION 3

Ensuring the Protection of the Living Environment of Quebecers

The degradation of the environment has become a threat to world security. Caused in large part by intense human and industrial activity as well as the phenomenon of global overpopulation, environmental degradation puts considerable pressure on the balance of ecosystems, the availability of resources, and the climate. According to the *Millennium Evaluation of Ecosystems Synthesis Report*, published in March 2005 by the United Nations Environment Programme (UNEP), over 60% of the ecosystems on which life on Earth depends have deteriorated to such an extent that it is jeopardizing the goal set by the *Millennium Declaration* of reducing poverty by 50% by 2015. Indeed, the report states that the services provided by large ecosystems such as supplying fresh water, regulating air, water and regional climates, etc., have reached a level of intensity that is unsustainable over the long term. As a result, the well-being of the population will be affected if radical changes are not implemented.

The stress that large ecosystems are currently undergoing amplifies the expansion of new diseases, affects the quality and availability of water, increases devastation in coastal areas, and causes a significant loss of biodiversity. The depletion of the cod supply off the coast of Newfoundland in the early 1990s is an illustration of the depletion of a renewable resource. Moreover, there has been a significant increase in the number of natural disasters over the past ten years.

Environmental degradation has considerable political and economic consequences for societies, and governments need to make major changes if they wish to preserve the quality of the environment within their territory. The implementation of the Kyoto Protocol Agreement constitutes a step in the right direction but the signing Parties will have to redouble their efforts if they want to reach the goals they have set forth. In setting out the Millennium Development Goals, the United Nations recommends that countries integrate the principles of sustainable development into their national policies and programs. This is the only way to ensure the ecological viability of the planet. To this end, Québec's National Assembly has just adopted the *Sustainable Development Act* which, from now on, will constitute the legal framework of Québec's initiatives in contributing to the Millennium goals.

3.1 Climate Change

Human activity is considered to be the main cause of current global warming. The *Intergovernmental Panel on Climate Change* (IPCC) estimates that the end of the twentieth century was the hottest period of the last millennium and attributes the warming observed in the second half of the century in large part to human activities. Moreover, the latest research findings on climate change offer no reassuring news concerning the climate system. Some experts even believe that global warming could enter an irreversible phase in about ten years unless the international community takes concrete measures soon to reduce greenhouse gas emissions (GGE). Future climate change will have harmful effects on the preservation of forests, the availability of resources, and biodiversity, among other things.

According to the IPCC, the climate in North America has undergone considerable warming over the 1976-2000 period, with temperatures increasing on average between 0.4° and 0.6° centigrade. North America is also the region that emits the greatest quantity of GGE in the world, although it only accounts for 5% of the global population. The increase in energy consumption in the United States and Canada has remained almost constant since the 1990s, which has caused CO2 emissions to jump significantly. This rise is mainly due to the use of fossil fuels both in the transportation sector, where the number of motor vehicles has risen continuously, and in the energy and industry sectors. Canada is the largest energy consumer per capita in the world and ranks second in the discharge of GGE per capita, following the United States.

Québec is already feeling the effects of climate change. Over the period from 1960 to

2003, average annual temperatures rose by more than 0.75°C in the west and central portion of southern Québec. Additionally, in the North, a disturbing warming of the permafrost has been observed since the mid 1990s. Moreover, climate change will bring with it a degradation of air quality, increase in smog, and proliferation of pollens and dust. These effects are in addition to cross border atmospheric pollution which affects Québec because of its location up wind of heavily industrialized areas. As a result, in the Montréal region, for example, about 60% of the ozone-related smog originates from across the border. It appears obvious that air quality problems, like acid rain problems, are closely linked to the phenomenon of climate change. Over the long term, the consequences will be felt in various ways at environmental, social, and political levels, as well as with regard to health issues.

The Kyoto Protocol contains specific goals with respect to GGE reduction and, in particular, encourages the use of renewable energy sources. However, the United States, which accounts for one quarter of the world's GGE, has not signed the agreement, and Canada, which did ratify the agreement, is now questioning its ability to meet its reduction goal within the timeframe outlined in the protocol. Following the example of Australia and the United States, the Canadian federal government is considering joining the Asia-Pacific Partnership, which aims at countering carbon gas emissions through technological development. Furthermore, emerging economy countries, responsible for almost half the net GGE, are presently reluctant to agree to GGE reduction goals which they deem a hindrance to their economic growth.

This being said, the sustained efforts of US states and Canadian provinces should not be underestimated in the face of the challenge posed by climate change. One of the most outstanding examples is California, which adopted legislation requiring the automobile industry to reduce CO2 emissions by 25% on all new vehicles on the market as of 2009. Québec is likewise a leader in North America in this regard, as evidenced by the recent publication of its energy strategy and 2006-2012 climate change action plan. These government policies are particularly aimed at developing renewable energy sources, using energy more efficiently, increasing public transportation, and reducing GGE in several economic sectors.

At the regional level, the Conference of New England Governors and Eastern Canadian Premiers agreed on a plan of action in August 2001 to reduce GGE regionally and adopted a short, medium, and long range timeframe for putting measures into place. By 2010, the Governors and Premiers hope to lower the GGE threshold to what it was in 1990 and by 2020, to lower it to 10% below the 1990 level. With the implementation of its new climate change action plan, Québec is well-positioned to achieve the regional plan objectives.

Finally, research carried out by the Consortium on Regional Climatology, known as "Ouranos," is making it possible for Québec to attain a world class level of expertise on the adaptation to climate change. Ouranos is undertaking research in several fields, especially climate science, hydrology, health, resources, transportation, agriculture, etc.

3.2 The Shortage of Resources

The degradation of the environment has a direct impact on the availability of natural resources. Climate change and human activity are placing tremendous pressure on water supplies, forests, and biodiversity.

Threats to Water

Access to water resources and water management constitute strategic issues at both the international and regional levels. Over 70% of the planet's fresh water supply is used for agriculture, and subterranean water sources supply between 25% and 40% of the world's drinking water. According to the United Nations Environment Programme (UNEP), agricultural and industrial activities strongly affect the quality and quantity of water available. Since the 1960s, water siphoning has doubled to meet domestic and industrial irrigation needs. Water depletion in several regions of the world, combined with global population growth and the concentration of populations in urban areas increase the demand for this resource and considerably heighten the risks of conflicts and their spread. The 2nd *UN World Water Development Report* published in March 2006 eloquently illustrates the global situation.

Québec possesses 3% of the planet's renewable fresh water reserves. This being the case, it has the responsibility of ensuring the preservation of this precious resource and taking the necessary steps to protect water quality and maintain the integrity of the ecosystems. Moreover, Québec is located downstream from the enormous watershed comprised of the Great Lakes basin and the St. Lawrence River which contains nearly one fifth of the world's fresh water supply. The Great Lakes furnish 80% of the St. Lawrence's water flow in the Montreal region, and 60% of the population of Québec resides along the banks of the St. Lawrence. Managing this gigantic basin system is complex and requires the collaboration of, among others, Québec, Ontario, eight US states, and the federal governments. In this regard, several international organizations such as the Council of Great Lakes Governors, the Great Lakes Commission, and the International Joint Commission constitute strategic forums for Québec and for the future of the basin and its ecosystems. The international scope of preserving and improving the water supply from the St. Lawrence presents three major issues and challenges for Québec: water diversion and removal, improving water quality, and monitoring water levels and flow.

Water remains a highly sought-after resource worldwide and Québec will continue to be subject to external pressure regarding access to its own resources. In 2002, the Government of Québec adopted a national water policy to protect this essential component of the collective heritage of Quebecers and manage it with sustainable development in mind. The national water policy clearly establishes the fact that water is not a commercial commodity.

Threats to Biodiversity

The international biodiversity conference held in Paris in January 2005, confirmed the fact that species are continuing to become extinct. According to the UN, biological diversity is diminishing at an unprecedented rate. Measures put in place after the *Convention on Biodiversity* (CBD) went into effect in 1993 have not produced the desired results. Global population growth, an increase in waste pollutants, habitat destruction, and rising demands on water supplies are some of the factors contributing to the loss of biodiversity that the Parties to the Convention aim to significantly reduce by 2010. In order to implement the Convention, Québec adopted a *2004-2007 Biodiversity Strategy and Action Plan*.

Furthermore, the expansion of international trade has considerably increased the risks of introducing non-indigenous species that disrupt ecological balances. Greater vigilance and heightened cooperation are necessary at both the regional and international levels to prevent potentially disastrous economic consequences. Globally speaking, after habitat destruction, invasive alien species are considered the second major cause of species extinction. It is believed that invasive alien species are a major source of damage to forests and fisheries, which in turn has a considerable economic impact in certain regions.

To combat these species, Quebec intends to give priority to measures such as early detection of invasive alien species within its territory and sharing information with US states and Canadian provinces for the purpose of elaborating quick and effective intervention procedures. Without increased national and international cooperation in this matter, problems will only worsen.

3.3 Natural Disasters

Natural disasters can constitute a threat to the safety of individuals and societies. With the exception of volcanic eruptions, earthquakes, and some tidal waves, which are usually attributed to the Earth's geology, natural disasters such as droughts, flooding, forest fires, and land slides, are often linked to environmental degradation caused by human activity. Moreover, climate change could result in an increase in the frequency and/or intensity of certain climate-related disasters (heat waves, torrential rains, droughts, tropical storms, etc.).

The consequences of natural disasters can be devastating in terms of the number of victims, life environments destroyed, and major economic losses. The earthquakes in Iran, the heat wave in Europe in the summer of 2003, the floods in Haiti, the hurricanes in the Southeastern US, the tsunami that hit Southeast Asia in December 2004, and

hurricane Katrina that struck in New Orleans in August 2005 all demonstrate to what extent natural disasters overwhelm people's lives and societies, and affect local economies.

Québec is not spared such disasters, as we have learned from the 1996 floods in the Saguenay and ice storm of 1998. The Government of Québec learned from these two crises and has since drawn up an emergency measures plan in order to protect the population against major disasters. The Government of Québec has created the Government Operations Centre, whose mandate is to anticipate events that could potentially affect the safety of the population, provide information to government stakeholders, and coordinate the management of large-scale disasters.

The consequences of natural disasters are such that, in many cases, they are completely beyond the response capabilities of Québec. Intergovernmental cooperation therefore becomes necessary in order to provide affected populations with adequate assistance. That is why the Government of Québec, along with bordering Atlantic provinces and six US states, have devised the means to ensure better protection for their respective populations by signing a mutual assistance agreement in the event of natural disasters, resource shortages, and technological emergencies.

The Government of Québec assumes its responsibility to protect the living environment of Quebecers and, in some respects, its initiatives are at the forefront of nations concerned about the environment. This being so, the challenges posed by the Kyoto Protocol and more recently by the conclusions of the *Millennium Evaluation of Ecosystems Synthesis Report*, require major changes in attitude on the part of States, governments, and populations with regard to the environment. In order to better control environmental risks linked to climate change, water supplies, and biodiversity, Québec intends to contribute to the goals put forward in the Kyoto Protocol, and to work more closely with the Canadian federal government, provinces, and US states. It also plans to initiate new collaborative relationships, especially with respect to combating invasive alien species.

TABLE 1

Extent of drug use (annual prevalence) estimates for 2003-2004 or latest year for which data is available

	Illicit drugs overall	Cannabis	Amphetamine-type stimulants		Cocaine	Opiates	of which heroine
			Amphetamines	Ecstasy			
million people	200	160.9	26.2	7.9	13.7	15.9	10.6
in % of global population age 15 - 64	5.0%	4.0%	0.6%	0.2%	0.3%	0.4%	0.23%

Sources: UNODC, Annual Reports Questionnaire; National Reports; UNODC estimates.

TABLE 2

Annual prevalence estimates of cannabis use, 2003-2004 (or latest year available)

	Cannabis Use	
	Number of users	in % of population age 15 - 64
EUROPE	30 400 000	5.6
West and Central Europe	22 900 000	7.3
Southeast Europe	2 100 000	2.5
East Europe	5 500 000	3.8
AMERICAS	36 900 000	6.6
North America	28 700 000	10.2
South America	8 200 000	2.9
ASIA	53 300 000	2.2
OCEANIA	3 300 000	15.8
AFRICA	37 000 000	8
GLOBAL	160 000 000	4

Below global average | Around global average | [illegible]

Sources: Annual Reports Questionnaire; various Government reports, report of regional bodies, UNODC estimates.

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